

Message Text

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NSAE-00 NSC-05 PA-01 RSC-01 PRS-01 SP-02 SS-15

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FM SECSTATE WASHDC

TO CINCPACREPGUAM

HICOMTERPACIS SAIPAN

S E C R E T STATE 028318

CINCPACREPGUAM PASS TO STATUS LNO BERGESEN

HICOMTERPACIS SAIPAN PASS AMBASSADOR F. HAYDN WILLIAMS

E.O. 11652: GDS

TAGS: PFOR, TQ, GUAM

SUBJECT: NEGOTIATIONS WITH GUAM ON A NEW POLITICAL RELATIONSHIP

BEGIN QUOTE: FROM WREATHRAM E. GATHRIGHT TO JMW

- THE PRESIDENT HAS REVIEWED THE STUDY CONDUCTED BY THE
NSC USC ON GUAM AND HAS REACHED THE DECISIONS REFLECTED IN
THE ATTACHED DOCUMENT (ADDRESSED TO CHRM USC)

-1. GENERAL. THE PRESIDENT HAS REVIEWED THE STUDY CONDUCTED
BY THE NSC UNDER SEC CMT AND THE RECOMMENDATIONS CONTAINED
THEREIN FOR THE NEGOTIATION OF A NEW POLITICAL RELATIONSHIP
WITH BUAM AND HAS REACHED THE DECISIONS REFLECTED BELOW.

-YOU ARE AUTHORIZED TO SUPERVISE, WITHIN THE EXECUTIVE
BRANCH, IMPLEMENTATION OF THE POLICIES IN THIS INSTRUCTION
WHICH ARE INTENDED TO GIVE EFFECT TO THE FOLLOWING OBJECTIVES:

- TO RETAIN U.S. SOVEREIGNTY OVER GUAM, AND IN PARTICULAR,

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TO MAINTAIN U.S. CONTROL OVER GUAM'S FOREIGN AFFAIRS AND

DEFENSE AND TO PRESERVE U.S. MILITARY BASING RIGHTS TO GUAM.
-TO ENABLE GUAM TO MOVE TOWARD COMPLETE SELF-GOVERNMENT
IN INTERNAL AFFAIRS UNDER A SELF-DRAFTED CONSTITUTION CON-
SISTENT WITH THE U.S. CONSTITUTION, IN ORDER TO ENHANCE
PROSPECTS FOR GUAM'S CONTINUED RELATIONSHIP WITH THE
FEDERAL GOVERNMENT AND FOR A LONG TERM STABILITY ON THE ISLAND.
-TO HELP PROMOTE THE MATERIAL WELL-BEING OF GUAMANIAN, IN
ORDER TO MAINTAIN STABILITY ON GUAM.
-TO ENHANCE THE PROSPECTS FOR THE ULTIMATE INTEGRATION OF
GUAM WITH THE NORTHERN MARIANAS, IF THIS ACCORDS WITH THE
DESIRES OF THE MAJORITY OF GUAMANIAN.

2. POLITICAL STATUS

-THE U.S. NEGOTIATOR SHOULD SEEK AGREEMENT WITH GUAMANIAN
REPRESENTATIVES ON A COMMONWEALTH ARRANGEMENT NO LESS FAVORABLE
THAN THAT WHICH WE ARE NEGOTIATING WITH THE NORTHERN MARIANAS.
IF, HOWEVER, GUAMANIAN REPRESENTATIVES PREFER A
MODIFIED UNINCORPORATED TERRITORIAL STATUS, THE U.S.
WOULD BE WILLING TO ACCEPT SUCH AN ARRANGEMENT. EITHER
ARRANGEMENT SHOULD PROVIDE FOR FULL U.S. CONTROL OF GUAM'S
FOREIGN AFFAIRS AND DEFENSE, FOR U.S. MILITARY BASING
RIGHTS ON GUAM, FOR GUAM'S ACCESS TO THE FEDERAL
COURT SYSTEM, AND FOR INTERNAL GUAMANIAN SELF-GOVERNMENT UNDER
A LOCALLY DRAFTED CONSTITUTION THAT WOULD BE CONSISTENT
WITH THE FEDERAL CONSTITUTION.

3. INTERNATIONAL STATUS

-(UNDERLINED) TRADE AGREEMENTS AND MEMBERSHIP IN INTERNATIONAL
ORGANIZATIONS. (STOP UNDERLINE). THE U.S. NEGOTIATOR
SHOULD SEEK CLARIFICATION OF THE SPECIFIC NATURE OF GUAM'S
INTEREST IN ENTERING INTO INTERNATIONAL TRADE AGREEMENTS AND
IN PARTICIPATING IN INTERNATIONAL ORGANIZATIONS. HAVING DONE
SO, AN ATTEMPT SHOULD BE MADE TO SATISFY GUAM'S REASONABLE,
PRACTICAL NEEDS FIRST THROUGH MEANS THAT WOULD NOT LEAD TO
A SEPARATE INTERNATIONAL STATUS FOR THE ISLAND. THE U.S.
POSITION SHOULD TAKE INTO CONSIDERATION THE EXTENT TO WHICH
NEGOTIATION OF A NEW POLITICAL STATUS AND FINANCIAL SUPPORT
FOR GUAM WILL INDIRECTLY SATISFY GUAM'S PUTATIVE NEED FOR AN
ENHANCED INTERNATIONAL STATUS. BASIC U.S. POLICY WILL
CONTINUE TO BE DISCOURAGE MEMBERSHIP FOR U.S. TERRI-
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TORIES IN INTERNATIONAL ORGANIZATIONS IN ORDER TO AVOID A
SEPARATE INTERNATIONAL STATUS FOR THESE TERRITORIES.
THIS WILL NOT PRECLUDE THE INCLUSION OF GUAMANIAN
REPRESENTATIVES ON U.S. DELEGATIONS TO INTERNATIONAL
CONFERENCES AND ORGANIZATIONS SUCH AS "WHO" AND ESCAP
WHEN THE QUESTIONS INVOLVED ARE DIRECTLY RELEVANT TO GUAM'S
REASONABLE, PRACTICAL NEEDS.
-ANNUAL REPORTS TO THE UNITED NATIONS. THE UNITED STATES

WILL CONTINUE TO MAKE ANNUAL REPORTS TO THE UNITED NATIONS
ON U.S. ADMINISTRATION OF GUAM PENDING OUR AGREEMENT
WITH GUAMANIAN REPRESENTATIVES ON COMPLETE INTERNAL SELF-GOVERNMENT.

4. FINANCIAL ASSISTANCE.

-YOU ARE AUTHORIZED TO OFFER UP TO A TOTAL OF \$75 MILLION
IN U.S. FINANCIAL ASSISTANCE FOR GUAM'S CAPITAL IMPROVE-
MENT PROGRAM, WITH A MAXIMUM OF ONE HALF THIS AMOUNT TO
BE IN THE FORM OF A FEDERAL GRANT. THE PRECISE LEVEL
AND COMPOSITION OF THIS ASSISTANCE SHOULD BE DETERMINED
BY THE UNDER SECRETARIES COMMITTEE. FEDERAL LOANS WHICH
WILL CONSTITUTE THE REMAINING PORTION, WILL BE PAYABLE
OVER 30 YEARS, WILL BEAR INTEREST EQUAL TO THE AVERAGE
YIELD OF OUTSTANDING MARKETABLE OBLIGATIONS OF THE
U.S. OF COMPARABLE MATURITIES, AND WILL BE REPAID BY
WITHHOLDINGS FROM SUMS COLLECTED BY THE U.S. TO BE REBATED
TO GUAM UNDER SECTION 30 OF THE ORGANIC ACT. THE SECRETARY
OF THE INTERIOR, BEFORE REQUESTING SUCH LOANS IN THE
BUDGETARY PROCESS, SHOULD DETERMINE THAT THE
MAXIMUM DEBT SERVICE IN ANY YEAR DURING THE LIFE
OF THESE LOANS WILL NOT EXCEED 15 PERCENT OF THE AVERAGE
ANNUAL REVENUES COVERED INTO THE GUAM GENERAL FUND
DURING THE TWO PRECEDING YEARS.

5. CONGRESSIONAL CONSULTATIONS.

-THE CONGRESS SHOULD BE KEPT INFORMED OF SIGNIFICANT
DEVELOPMENTS IN THE NEGOTIATIONS WITH THE GUAMANIAN REPRESENTATIVES.

6. NEGOTIATING AUTHORITY

-UNDER YOUR GENERAL SUPERVISION, THE ASSISTANT SECRETARY
OF THE INTERIOR FOR PROGRAM DEVELOPMENT AND BUDGET SHOULD
DEVELOP AND IMPLEMENT A NEGOTIATING APPROACH THAT WILL
GIVE EFFECT TO THE ABOVE INSTRUCTIONS, AND SHOULD ORGANIZE
A U.S. NEGOTIATING TEAM THAT WILL INCLUDE REPRESENTATION
FROM THE DEPARTMENT OF STATE AND DEFENSE AS WELL AS

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THE DEPARTMENT OF INTERIOR. (SIGNED) KISSINGER. KISSINGER

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To: CINCPACREP GUAM HICOMTERPACIS SAIPAN
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